

A
REPORT
ON
PUBLIC BUILDINGS AND THE CITY'S APPEARANCE
FOR
NEWARK, NEW JERSEY.

CENTRAL PLANNING BOARD
OF THE CITY OF NEWARK, NEW JERSEY
DECEMBER, 1946.

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CENTRAL PLANNING BOARD OF NEWARK, NEW JERSEY

To the Honorable
The Mayor and City Commissioners of the
City of Newark, New Jersey.

Gentlemen:-

We herewith submit this Report on "Public Buildings and the City's Appearance for Newark New Jersey" as the result of our investigations, studies and deliberations in the subject matter.

We wish to publicly thank the Citizens' Advisory Sub-Committee on "Public Buildings" and "Central Business District" for their careful and extensive investigation in these matters.

We believe the report contains a clear and concise analysis of the situation now existing pertaining to our public buildings and the appearance of the City. We also believe that the projects suggested in this Report will enhance the desirability of Newark as a financial, commercial, and industrial City. We further believe that this plan will, in a large measure, remove the blighted areas that are so inimical to the welfare of a city that is the metropolitan center of a population in excess of 1,500,000.

We further believe that the cultural needs of the City have been too long neglected and the cultural center proposed in this Report is an absolute necessity to a well rounded and integrated future Newark. We urge the members of the City Commission to make a careful digest of this Report, and, if it meets with their approval, to take immediate steps to insure the ultimate completion of the projects outlined herein.

Respectfully submitted in behalf
of the Central Planning Board of
the City of Newark, New Jersey.

Peter A. Cavicchia
Chairman.

PAC:IMS.

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HARLAND BARTHOLOMEW AND ASSOCIATES - CITY PLANNERS
Harry W. Alexander, Resident Planner

To the Central Planning Board
of the City of Newark, New Jersey:

The Citizens' Advisory Joint Sub-Committees on "Public Buildings" and "The Central Business District", have considered the "Preliminary Report on Public Buildings and the City's Appearance for Newark, New Jersey", as prepared by Harland Bartholomew and Associates, and referred to these Committees by the Central Planning Board for deliberation and study.

It is the unanimous opinion of the members of the joint Committees that the projects outlined in the Report are necessary if Newark is to maintain its position as the cultural, as well as the industrial and commercial center, of the State. The Committee feels that one of the reasons why Newark today is suffering from decay and obsolescence is because City Officials and the general public, have been concerned mainly with the physical aspects of the City's growth and the cultural, social and esthetic problems of the Community have been neglected.

The Committee feels, therefore, that development of the projects outlined in this Report will so stimulate the pride and community spirit of Newark's citizens that it will mark the beginning of a new and greater Newark.

The scope of the plan, with its attendant large expenditures, aroused much discussion among the Committee members. Our studies on this phase of the Report have led us to the conclusion that the proper cooperation between public and private enterprise can adequately finance the entire program and that much of the City's investment will be self-liquidating. The City will benefit greatly from improved property values in the central business district and nearby areas.

We, therefore, urge that the Central Planning Board adopt this Report as a part of the Master Plan of the City of Newark and to use every effort to insure its completion. The Committee pledges its support in this large undertaking.

Respectfully submitted by the
Citizens' Advisory Joint Sub-
Committees on "Public Build-
ings" and "The Central Busi-
ness District."

William J. Waldron,
Chairman.

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JOHN R. BURNETT, Executive Secretary

October 1946

CENTRAL PLANNING BOARD OF NEWARK, NEW JERSEY

Central Planning Board,
11 Commerce Street,
Newark, New Jersey.

Gentlemen:

It is our pleasure to present herewith a preliminary report on "Public Buildings and the City's Appearance". While these two subjects are treated independently, it was deemed advisable to combine them in one report because of their close relationship.

In view of the fact that the principal public buildings in Newark are widely separated and only a few new buildings are contemplated in the near future, it was not deemed advisable to design a Civic Center in which all future public buildings would be grouped in one central location. Instead, studies were made of the possibility of constructing a new Civic Auditorium in the vicinity of the Library and Museum, which group would form an outstanding Cultural Center. Another study was made of the area lying between the Pennsylvania Station and Broad Street and a plan was developed for the complete rebuilding of this section of the city.

We wish to express our appreciation of the cooperation given by various public agencies in the preparation of this report.

Respectfully submitted,

HARLAND BARTHOLOMEW AND ASSOCIATES

BY: *Harry W. Alexander*

PART 1

PUBLIC BUILDINGS.

Introduction

Newark has numerous scattered public buildings which have been constructed over a long period with little regard to the advantages of grouping such structures in a "Civic Center". The Fire Department, City Hall, Court House, Hall of Records and Federal Building have been located adjacent to one another for years. In a near downtown Newark a group of buildings could have been created which would not only have been more architecturally but would have been a more convenient to the general public which transacts business in these various buildings.

Many cities have recognized the desirability of such a plan and other communities are currently studying the development of civic centers. Among those cities which have made notable progress in this direction are St. Louis, Denver and San Francisco.

As early as 1912, the original Newark City Planning Commission, while recognizing the advantages of a public buildings grouping, came to the conclusion that because of the scattered location of the City Hall,

Court House, library, and other public buildings which plan would not be practicable at the present time, the Board stated, "While a civil service commission is not in the appearance of Nevada, it is recommended that a very expensive and elaborate civil service commission should be established. Many improvements and economies may be effected by the adoption of such a plan. It is recommended that the Board of Education be directed to consider the same in the future. The City can best improve its public buildings by making the public buildings as to make them of the greatest convenience and harmonious with their surroundings."

At the time the Board of Education made its report a new Post Office was being planned, the Hall of Records was being considered as a library, a museum and an Administration Building were also under consideration. Later, the Hall of Records was completed, adjacent to the Court House at Market and High Streets, the Museum was built on Farnsworth Street, opposite Washington Park, the new General Building was located adjacent to the City Hall and the Board of Education's Administration building was added to the rear of the City Hall.

At the present time, there are three distinct public building groups; the County buildings at Market and High Streets, the Municipal Administrative Center

CITY OF NEWARK, NEW JERSEY



PUBLICLY OWNED PROPERTY (EXCLUSIVE OF SCHOOLS)

LEGEND

- IMPROVED PROPERTY USED FOR PUBLIC PURPOSES
- IMPROVED PROPERTY LEASED FOR PRIVATE PURPOSES
- VACANT LAND OR PARKING LOT
- PARKS

CENTRAL BUSINESS DISTRICT AND ADJOINING AREA

and the Federal Building is on Broad and Franklin Streets while the Museum and Library are near each other on Washington Street, opposite Washington Park.

Thus it can be seen that conditions are not much different now than they were thirty years ago. There is still a pressing need for a public auditorium but with that exception only a few additional public buildings seem to be needed or will be built in the next few years. It is apparent, therefore, that it is not feasible to attempt to develop a civic center group in which all public buildings would be located. Instead, the problem becomes one of using the three present building groups as nuclei for a limited number of future public buildings. This report will analyze the possible future requirements for such buildings and make suggestions for their location and treatment.

Present Public Buildings

Plate One has been prepared to show the location of public buildings and publicly owned property in downtown Newark.

City Hall. Located on Broad Street between Green and Franklin Streets, the present City Hall, while a

relatively old structure, is imposing architecturally and will not need replacement for many years. The City owns all of the property in the block bounded by Broad, Franklin, Green and Mulberry Streets, a part of which is occupied by an annex to the City Hall housing the Board of Education, Police Department and other municipal offices. Other parts of the area are devoted to a police garage, a parking lot and a miscellaneous group of buildings used for various purposes. This block contains enough area to accommodate any future municipal offices.

Court House and Hall of Records.

The Essex County Court House and Hall of Records occupy a commanding site at Market and High Streets. The Court House is the older of the two structures but is in excellent condition. Recently, because of need for expansion of vocational school facilities, Essex County purchased a building at 222 Morris Avenue. With the exception of a new jail to be located on New Street between Newark Street and Lock Street, no other county buildings are contemplated in the near future.

Federal Building

A relatively new structure, this building is located on the south side of Franklin Street, directly across from the City Hall. Unfortunately, at the time

the building was constructed, the cost of acquiring Broad Street frontage between Franklin and Walnut Streets was considered excessive and as a result, the Federal Building occupies an inadequate site and lacks the proper setting a monumental structure of this type deserves.

Museum and Library.

The present Library building, located on Washington Street between James Street and Orange Street, occupies a strategic position. It has the advantage of facing Washington Park and is readily accessible from all parts of the City. The present building is somewhat outmoded however and the Library Board is faced with the problem of either making major structural alterations to the present building or constructing a new building at another location.

The Museum which is a newer building than the Library is also located on Washington Street some several hundred feet south of the Library. It is unfortunate that the recommendations of the original Planning Commission were not carried out when this building was constructed. These recommendations were that a new mu-

seum building be located directly adjoining the library to the south, thus creating a group of cultural buildings. Since the Museum was constructed, a large Church and Office Building have been erected between the Library and Museum which effectively separates these two fine structures. The Museum has outgrown its present building and has been forced to expand into an adjoining residence on Washington Street.

Miscellaneous State and Federal Properties.

In addition to the Post Office, Courts and other Offices housed in the Federal Building on Franklin Street, the United States Government recently acquired the Globe Indemnity Office Building on Washington Place for use by the Veterans Administration. The Government also leases a large amount of office space in various buildings in downtown Newark, principally in the Industrial Office Building at 1060 Broad Street, the Raymond Commerce Building at 1180 Raymond Boulevard, a building at 581 Broad Street and the Military Park Building at 60 Park Place. So far as can be ascertained, the future policy of the Government will be to continue leasing the necessary office space and no new federal buildings are contemplated.

The State of New Jersey leases approximately 100,000 feet of office space in downtown Newark, practically all of it being located in the Industrial Office Building at 1060 Broad Street. In view of the fact that the State is now planning a new office building in Trenton, it is unlikely that any immediate steps will be taken to construct a similar building in Newark.

Probable Future Needs for Public Buildings

From the inventory made of existing public buildings and an examination of the need for other types of buildings not now in existence, the following conclusions are reached:

1. The present City Hall and Annex are overcrowded and numerous municipal agencies occupy rented space. A new building is needed to relieve this situation. If and when such a building is constructed, it is recommended that it be located on the city-owned property east of the City Hall. The structures now occupying this area should be removed. The block is sufficiently large to permit adequate landscaping and a certain amount of

off-street automobile parking in connection with the present and future buildings.

2. While no new Federal Building is contemplated at the present time, the site of the present building should be enlarged by the eventual acquisition of the property on Broad Street which now blocks the present building from view. This property is expensive and it should be purchased gradually by the Federal Government as opportunity arises, in order to enhance the appearance of the Federal Building.
3. A new County Jail Building will be constructed in the near future on a site on New Street between Newark Street and Lock Street. Part of this site is occupied by the present County Jail. The new structure is estimated to cost \$1,800,000. A central location was decided upon because of the convenience of having the jail in close proximity to the Court House.
4. While stated previously there are no definite plans for the erection of a state office building in Newark, consideration should be given to the proper lo-

cation of such a structure if it is ever built. Later in this report, there will be a definite suggestion for a site for a future state building.

For many years, there has been a need for a public auditorium or civic opera house in which various activities could take place of a public and semi-public nature. There are no facilities for such things as symphony concerts, operas, large scale entertainments and similar activities except in privately-owned property which is not always available when needed and which does not possess the proper facilities for such entertainments. Newark, being the largest City in the State and the center of a large metropolitan area, logically, should be the leader in promoting cultural activities of all types. Lacking proper facilities for such things, it has been most difficult in the past to properly promote them. If such a building is constructed, it could well be made a part of a cultural center, the nucleus of which is already provided by the Library and Museum. Plans for such a development are presented later in the Report.

Another pressing need in Newark is a large convention hall or similar structure which could be used for large-scale activities such as athletic events, exhibits

and large meetings of various kinds. Newark's location would attract many large meetings of national and state-wide interest, notwithstanding the fact that it is adjacent to New York City, if proper and adequate facilities are made available.

Summarizing, the foreseeable needs for public buildings in Newark consist of additional administrative office space adjacent to the City Hall, a new public auditorium and a new convention hall and sports center. While there are other needed public buildings such as a new City Hospital, additional schools and other structures, these needs have been discussed in previous reports.

War Memorial Plaza

The Pennsylvania Railroad Station at Market Street and Raymond Plaza West is an important focal point for visitors entering and leaving Newark. The station itself is a magnificent structure whose appearance suffers from its surroundings. Directly opposite the station to the west is a municipally owned block presently leased for open-air parking. The other property opposite the station is occupied by various industrial buildings and privately-owned parking lots. Further west between Mulberry Street and McCarter Highway is located the Center



PRESENT APPEARANCE OF PROPOSED WAR MEMORIAL PLAZA AREA

Market and along the south side of Commerce Street are a number of rundown and dilapidated buildings, some of which are used as produce markets. On the north side of Raymond Boulevard opposite the Market, the property is mostly developed as private parking lots. Directly west of the Center Market is another block of city-owned property now leased as a parking lot.

The present blighted condition of the property between Broad Street and the Pennsylvania Station offers an opportunity for the City to create an outstanding development which would transform this civic liability to a civic asset of immeasurable value.

Rehabilitation of this section of the city would have a pronounced effect on property values in the immediate area and throughout downtown Newark and would substantially increase the tax ratables. Besides stabilizing property values and providing increased ratables, improvement of the area would make an inspiring entrance to the City from the east along Raymond Boulevard and from the Pennsylvania Station. The proposed plan of improvement follows.

Previous reports of the Planning Board have emphasized the necessity of providing attractive and commodious off street parking areas in and near the central business district in the form of open deck parking garages, undercovered facilities and open lot parking areas. Any plan for civic improvements in or near downtown Newark must keep this necessity uppermost in mind.

As pointed out previously in the report, the geographic location of Newark makes it a logical center for the holding of large, national, international, athletic events and other things of that nature. Provision of facilities for such activities would be a great contribution to the welfare and development of the city as a whole. It would not only bring additional business to the city, but would also serve to attract tourists to the area. The site under discussion offers an admirable site for such a building.

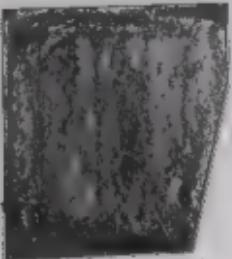
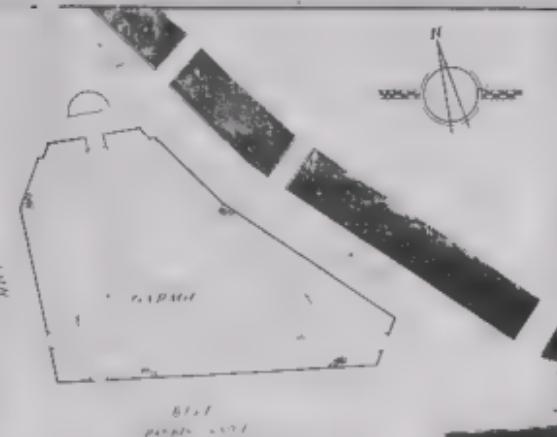
Newark is also deficient in hotel accommodations and facilities for large community type gatherings, particularly in the central business district.

cussion would offer an ideal location for one or more of these structures.

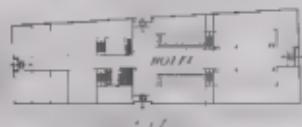
Proposed Plan

It is proposed to construct a War Memorial Plaza lying between the Pennsylvania Station and the Raymond Commerce Building occupying the area now owned by the City lying between Raymond Boulevard and Commerce Street, Raymond Plaza West and Commerce Court. In addition, the development area will include the block bounded by McCarter Highway, River Street and Cherry Street; the block bounded by Raymond Boulevard, McCarter Highway, East Park Street and Mulberry Street; the block bounded by Commerce Street, Raymond Plaza West, Market Street and McCarter Highway and the frontage along the south side of Commerce Street between Mulberry Street and McCarter Highway extending halfway through the block.

Two plans have been prepared for the proposed improvement. The first plan (Plates Three and Four) is based on the use of the present Center Market for its leased purposes for an indefinite period. The second or ultimate plan (Plates Five and Six) contemplates eventually removing the Center Market building and using the



PLAYGROUND



STATE OR FEDERAL OFFICE BUILDING
OR HOTEL



240 FEET

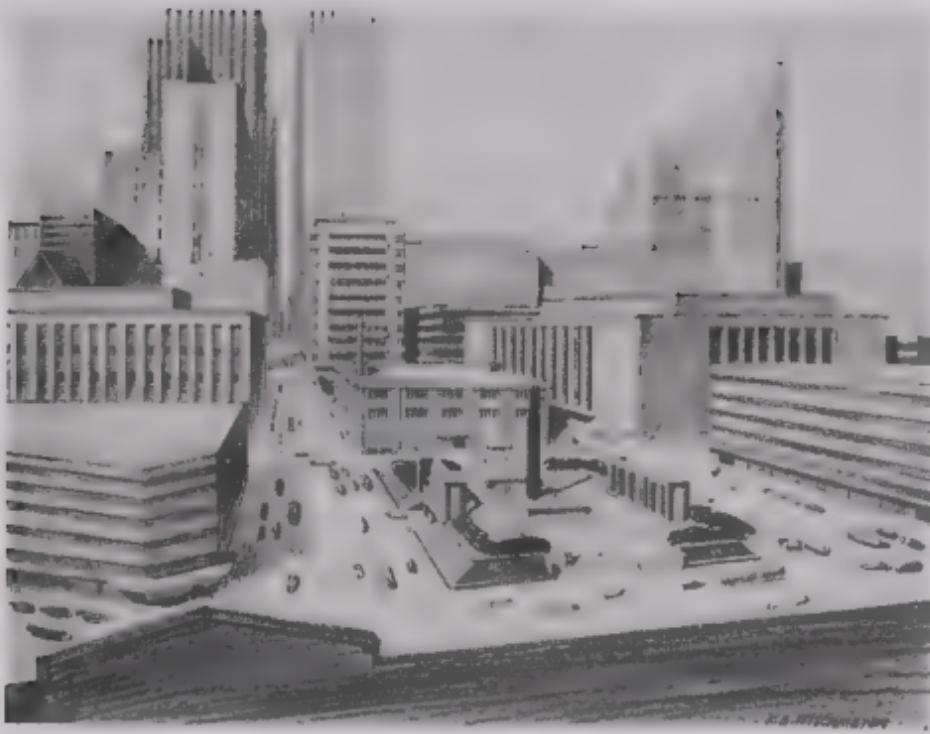


240 FEET

area it now occupies for an open plaza with underground parking. This plan envisages a parklike treatment of the city-owned block opposite the station now used for parking and the block now occupied by the Center Market. These two blocks would be slightly elevated, attractively landscaped and provided with parking facilities underground. On the third piece of city-owned property, a new hotel is contemplated to be built by private enterprise under leasing arrangements with the City.

The site for the proposed sports arena and convention hall is located north of the Center Market in the block bounded by Raymond Boulevard, McCarter Highway, Mulberry Street and East Park Street. This would be a very large building, having as its main feature, an auditorium or arena seating 20,000 persons which can be used for a variety of purposes, a small theatre seating 1500 persons and an exhibition area below the main floor equal in size to the area of the site. This building should attract many large conventions and other events which are now forced to go elsewhere due to the lack of space in Newark.

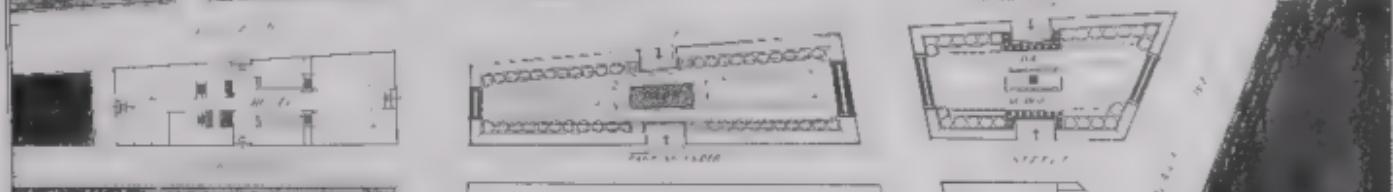
On the two blocks directly south and directly north of the War Memorial Plaza opposite the station, are pro-



PROPOSED WAR MEMORIAL PLAZA
FIRST STAGE

posed two large open deck parking garages. The larger of these two buildings would have a capacity of 3800 cars while the smaller could accommodate 1000 vehicles. On the block to the south of the Center Market is a proposed site for a future State or Federal Office Building or some other use which would fit in with the general plan of development such as another hotel.

The above development is ambitious but many of its features can be financed by revenue bonds under leasing arrangements with private enterprise. For example, the two underground parking areas with open plazas above are located on city property and the cost of construction of both the parking facilities and the plaza would be largely offset by revenues derived from parking fees. The proposed hotel could be financed by private interests under a leasing arrangement with the city for the ground. The two proposed parking garages could be operated in a similar manner wherein the City would acquire the private operator who would construct the garage buildings at his own expense. In this instance, special legislation would be required to permit the City to undertake the acquisition of this property. Inasmuch as these garages fit in with a comprehensive plan of off-street park-



ing for the downtown Newark area, this legislation should be broad enough to permit the city to carry out the entire parking plan as recommended in the previously submitted report on major streets.

The proposed sports arena building would be financed with general obligation bond issues and while it probably would not be entirely self-supporting, the returns from rentals should be sufficient to carry a large part of the financial load. The proposed new State or Federal Office Building would be financed by other agencies than the City of Newark.

Detailed cost estimates have not yet been prepared on the proposed improvement but will be included in the forthcoming report on the Capital Improvement Program. At that time, all of the various public improvements needed in Newark over the next twenty to twenty-five years will be programmed in accordance with the financial resources of the City.

Plates Four and Six are architect's drawings giving view of how the completed improvements would appear looking toward Broad Street from the Pennsylvania Station. The contrast between present conditions is



PROPOSED WAR MEMORIAL PLAZA
FINAL STAGE

most apparent by referring to the photograph (Plate two) showing the appearance of the area looking west from the Pennsylvania Station.

CULTURAL CENTER.

Careful study has been made of various sites and locations for the proposed public Auditorium. In considering such location, numerous factors were taken into consideration. As a result of studying various phases of the problem of location, it was determined that the most appropriate site would be in the vicinity of the present Museum and Library. The factors studied are as follows:-

1. Centrality of Location. The present Library and Museum are near the geographical center of Newark and within a short walking distance of the principal hotels in the City.

In a building such as a public Auditorium which will be visited by large numbers of people, centrality of location, is most important. The building should also be within close proximity to the downtown hotels for convenience to out-of-town visitors.

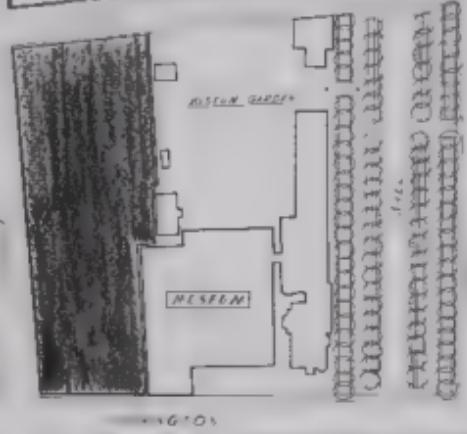
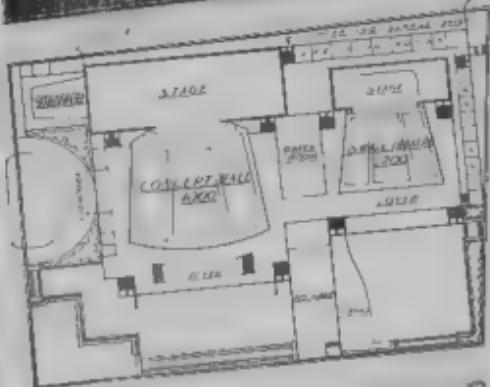
The suggested location admirable meets this requirement. The major street plan recently adopted by the Planning Board proposes certain street improvements which will improve the accessibility of the Auditorium site. It is

proposed to widen Central Avenue from High Street to Broad Street and Plane Street between Central Avenue and Orange Street. It is also proposed to improve High Street to permit easier access to the central area from the North and West. The proposed route 25A Freeway, extending from the Stickel Memorial Bridge over the Passaic River to West Orange will enable persons living in the Western part of the County and in suburban areas such as the Oranges, to reach the Auditorium very easily by way of the Freeway to the Traffic Circle at Clifton Avenue and Eighth Avenue, thence over Nesbitt and Lock Streets to Central Avenue and down Central Avenue to the Auditorium. Likewise, the improvement of Bloomfield Avenue and Broadway will improve accessibility from the North and Northwest.

2. Vehicular Access. The public Auditorium should be so located that it can be readily reached by persons visiting the building by private automobile.

Persons approaching the Auditorium from the South and Southwest can do so readily by way of High Street, Plane Street, Washington Street or Broad Street.

3. Accessibility by Public Transportation. The proposed location is advantageous both from the standpoint of present and future routing of bus and trolley



coach transit lines. High Street, Washington Street, Orange Street and Central Avenue, all have transit service at present and will have improved service in the future. All parts of the City are conveniently served by the transit lines operating on these streets

Proposed Plans.

As stated previously in this report, it is most unfortunate that the Museum and Library were not constructed on adjoining properties. The separation of these two buildings by permanent and substantial structures makes it extremely difficult to develop a symmetrical plan for a Cultural Center in the area.

Proposed Plan "A".

This plan proposes that the Auditorium Building occupy the entire block bounded by Burnet Street, James Street, Plane Street and Central Avenue. Parking facilities accomodating 1000 vehicles would be provided by a garage under the Auditorium Building; on an open lot in the half block bounded by Plane Street, Orange Street, Essex Street and James Street, having a capacity of 192 cars; and, if more parking space is found to be necessary, by a parking garage beneath the proposed mall.



PROPOSED CULTURAL CENTER
PLAN "A"

Under Plan "A", the property lying between James Street and the Museum Annex and from Washington Street to Plane Street would be acquired; the buildings razed and an open mall created, connecting Washington Park with the proposed Auditorium. This would be an attractively landscaped area which would create a feeling of openness badly needed in a closely built-up city like Newark. In effect, it would be an extension of the present grounds of the Museum.

Proposed Plan "B".

Plan "B" proposes the new Auditorium Building be located on Washington Street, between James Street and the Museum Annex. The building would extend westerly to Plane Street and would occupy about half of the block bounded by Plane Street, Orange Street, Essex Street and James Street. Inasmuch as it will be necessary to provide extensive parking areas, it is proposed to acquire the entire block bounded by Plane Street, James Street, Burnet Street and Central Avenue and develop this into a large parking area. This property is presently occupied by miscellaneous buildings, including one or two small industries, a warehouse and several residences.

The parking area would have a capacity of 827 automobiles. Its entrances and exits would be located on Central Avenue and James Street. It would be attrac-



tively landscaped. The parking area is designed primarily for use in connection with events at the Auditorium and patrons will park their cars.

It is proposed to continue James Street under the Auditorium Building in order not to interfere with the present heavy traffic along that street.

Under either Plan "A" or "B", the facilities provided in the public Auditorium Building would be the same. These would include a concert hall seating 4000 persons, a small theatre with a 1200 seating capacity, rehearsal rooms, a restaurant and various offices. A reception room for visiting notables, called "The Green Room" on the plan, is also provided. The two Auditoriums would add to the flexibility of the use of the building and would increase the revenues to be derived from renting the facilities.

The important feature of Plan "A" is the parking area lying between Essex and Plane Street, north of James Street. When not being used for Auditorium functions - which will be principally in the evening - this area can be utilized by the visitors and patrons of the Museum and Library, both institutions now being very deficient in parking space.



PROPOSED CULTURAL CENTER
PLAN "B"

Plan "A" offers certain advantages over Plan "B". These are:-

1. More open treatment of the Auditorium is possible because of the larger building site provided in the plan.
2. An opportunity for an attractive addition to the grounds of the Museum is afforded by the proposed mall.
3. Additional parking space that can be used by the Museum and Library is afforded.

Estimated Costs. No detailed cost estimates have been prepared for either the proposed War Memorial Plaza or the Cultural Center. As stated previously, these costs will be included in the forthcoming report on the Capital Improvement Program.

Since these studies were completed, it has been ascertained that Rutgers University, Newark Branch, is contemplating the future construction of one or more buildings in the mall area proposed in Plan "A". As the University authorities have proceeded in their plans to the point where property acquisitions are being made, it is necessary to modify the plans for the cultural center to the extent of eliminating the mall feature. While this change will reduce the open area connecting the Auditorium and Washington Park, it is possible that part of the mall can be preserved by designing the new buildings with that thought in mind.

PART II

THE CITY'S APPEARANCE.

PART II
THE CITY'S APPEARANCE

Introduction

Improvement of the City's appearance is an important part of any planning program. Attractiveness and beauty can be attained, but to do so will require the concerted efforts of all the citizens. In an old industrial city, like Newark, the goal is particularly difficult to reach, as compared to younger and more rapidly expanding communities. In the latter cities, the buildings are newer and fresher, open spaces are more abundant and home ownership is more prevalent. Programs designed to enhance the attractiveness of the city may be initiated and sponsored by public agencies such as the Planning Board or City Commission, but such programs have small chance of success unless entered into by all of the people.

This report is concerned with the various factors which influence the appearance of the City and the formulation of a definite program looking toward making Newark a more attractive and livable community.

Carrying Out the City Plan.

The Newark Comprehensive City Plan now exists in the form of a series of reports having to do with the different parts of the Plan, such as major streets, schools and public recreational areas, housing, transportation, zoning and the like. Formulation of the Plan is a distinct forward step in the progress of the City, but unless it is accepted by the people and the Governing Body of the City, as the blueprint to follow, in all future public improvements, the time and money expended will be largely wasted.

Execution of the Plan will bring about great improvement of the City's appearance. Redevelopment and rehabilitation of slums and blighted areas will result in replacing unsightly, run-down buildings with modern structures, properly designed in relation to open spaces and grouping of individual buildings. Enlargement of school sites for increased play facilities will make it possible to properly landscape such area and insulate the active play areas from surrounding residences. Improved approaches to the center of the City, such as the proposed Raymond boulevard project along the Passaic River water front and the improvements between the Pennsylvania Station and Broad Street as

recommended earlier in this report, are other projects which will improve the appearance of the City. Carrying out the provisions of the proposed revisions of the Zoning ordinance gradually will improve the appearance of property throughout Newark.

The above specific examples of how execution of the City Plan will help improve the City's appearance are cited to show that this is the very all plan it long time will be of benefit to the benefit of all the people in Newark.

The City of Newark may be divided into three general classes of property, i.e.:

1. Privately owned.
2. Publicly owned.
3. Streets.

About 61 percent of all land in the City is privately owned, and is destined for residential, commercial or industrial use, or for traffic. Privately owned land constitutes about 70 percent of the total City area and is made up of farms, country clubs, the airport and seaport, and residential buildings. There are also certain semi-rural areas included in this category, such as Cranford, etc.,即, cemeteries and similar areas. The remaining area 19 percent is composed of streets.

In analyzing the City's appearance, a program of civic attitude value, the property classification is a convenient guide to follow.

Privately Owned Property.

The appearance of privately owned property determines, in a large measure, whether a community is attractive or otherwise, because this class of property constitutes more than half of the City's area.

Architectural design, structural condition of the buildings, and the amount of lawns and other areas surrounding the buildings, is all important from an appearance standpoint. It has previously been pointed out that Newark is nearly completely built up and there are few vacant areas available for new residential construction. Most of the existing homes are relatively old and their architectural design is of another and earlier era. Lots are generally small, offering little opportunity for lawns and gardens. In those sections of the City that were laid out within the past twenty or twenty-five years, these conditions are not so prevalent and there are some large areas where the architecture is modern and there is ample opportunity for lawns and landscaping.

Despite the vanities cited above, an old neighborhood can still be attractive, provided the buildings are neatly maintained and the dwellings are kept in repair and painted. It is, of course, discouraging to maintain one's property in good condition and have it surrounded by other property which has been allowed to deteriorate in physical condition and appearance. An individual is almost helpless under such circumstances and if an attractive neighborhood is to be maintained or created, there must be some form of community organization to look after the interests of all the property owners. A neighborhood improvement association, actively interested in protecting and maintaining the character of the property within it, would be an effective means of helping to advance the general improvement program of the entire community.

The Report on Housing Conditions and Policy submitted to the City Commission on April 30, 1945, proposed a comprehensive program of housing improvements for the City, one part of which was devoted to a discussion of Neighborhood Improvement Associations. Following is a quotation from the Housing Part, relative to that subject.

"The preservation of good residential environment can not be accomplished by small groups of property owners working alone. Some means must be made available to combat the forces which tend to destroy neighborhoods. One means of doing this is through the organization of neighborhood protective and improvement associations in all residential sections of the City.

"To be effective, such an association should have a membership representing all parts of the particular neighborhood and all segments of its population. Each citizen would be a potential member, whether he is a property owner or tenant, the principal qualifications for membership being genuine interest in the community's problems and a desire to do something about them. As in all organizations, strong leadership is necessary, if effective results are to be accomplished.

"The principal function of a neighborhood association is to analyze the factors which have made the area less desirable, or which are threatening to do so and then to work out a plan for improvements shown to be necessary by the study. In working out the improvement plan, technical assistance could be rendered by the Central Planning Board, whose function

it is to see that the proposals fit in with the Master Plan of the entire City.

"There are many things that can be done by a neighborhood organization. Some of them are as follows:

1. Induce owners to keep their property in good repair, well painted and the premises neat and clean.
2. Make a survey of the area to determine where violations of the health and Zoning Laws occur and call these conditions to the attention of the appropriate public agency or official.
3. Be alert for any attempts to break down zoning restrictions and, in such cases, appear before the Board of Adjustment or City Commission, in opposition.
4. In cooperation with the Central Planning Board and the Board of Education, develop plans to improve educational and recreational facilities.
5. Assist the Planning Board in working out plans for discouraging traffic movements through the neighborhood by closing unnecessary streets and by improving the main thoroughfares adjoining the neighborhood.

There are a number of neighborhood or civic clubs now in existence in Newark. These could be of great assistance in developing the type of organization referred to above.

There are certain areas of the City which have deteriorated to the point that complete re-development is the only

solution. There are other areas which contain bad spots that should be removed, but in which the emphasis should be placed in repair and rehabilitation of the buildings which are structurally sound. The Housing Report makes definite recommendations on how this might be accomplished. These are as follows:-

"These areas are definitely on the down-grade but have not reached the point where complete rebuilding is necessary. Their continued retrogression however, will eventually result in slums. A comprehensive housing program must look toward the improvement of these districts. The following specific recommendations are made:

- "(a) Remove or close those structures which are unfit for use by vigorous enforcement of the Housing Ordinance authorizing such action. This Ordinance was passed by the City Commission on July 14, 1943, following recommendations of the City's Health Department. Its principal provisions are as follows:

The position of Supervisor of Rehabilitation of Dwellings was created. Any building found unfit for human habitation must be rehabilitated, but, if the cost of such rehabilitation exceeds 50 percent of the property's assessed valuation, it must be demolished. If demolished by the City, the cost remains as a lien against the property. Experience to date has been limited, but difficulty has been experienced in tracing down ownership. There is also need for a revolving fund, of sufficient size to enable the City to undertake a large

program of demolition and rehabilitation where the owner refuses, or is unable, to do so himself. Part of the funds paid annually into the City Treasury by the Newark Housing Authority, might appropriately be used for this purpose. The Law needs strengthening by adding a penalty clause, and some means must be found to relieve the supervisor of personal liability when the City removes a building.

(b) Rehabilitate all dwellings which are in need of repairs to bring them up to acceptable standards of health and decency. If voluntary action by the property owner cannot be obtained, then force compliance with requirements of the Housing Ordinance referred to in the preceding paragraph.

"One reason why landlords are reluctant to modernize their structures is the additional tax levy brought about by such improvements. As an incentive to making improvements, it is suggested that legislation be enacted that would provide limited tax exemption for such improvements.

"Operations carried out under provisions of the Law should be limited to areas prescribed by the Planning Board. These areas would be those designated as suitable for rehabilitation rather than re-development as shown on Plate 8 of this report. Sub-standard buildings in areas marked for early clearing should not be extensively repaired, as such action would increase their acquisition cost.

"While it might be argued that the tax exemption granted under the proposed legislation would cause a decrease in City Tax Revenues, it is quite unlikely that very much rehabilitation work would be done without such an incentive and, at the end of the ten-year period, the City would be able to assess the improvements made during that time.

"In areas where extensive rehabilitation work needs to be done, the neighbourhood improvements and protective associations referred to previously, will be most helpful in this work.

Enforcement of the Housing Ordinance by City Officials will be much more effective if the people residing in the neighborhood support and aid this program. The association can also be very effective in persuading individual property owners to voluntarily make such improvements.

"Rehabilitation on a large scale might be undertaken by Urban Redevelopment Corporations, organized under the New Jersey Law. A corporation of this nature, that has not yet reached a state of deterioration that would necessitate its immediate demolition. The corporation could operate these properties for a number of years until the time was ripe for their inclusion in a redevelopment project. In the meantime, deterioration would have been arrested and the better adjoining areas would have been protected.

"One reason why residential areas are no longer desirable, is the lack of adequate public open spaces, obsolete and inadequate school and recreational facilities and excessive commercial and other traffic through the areas. In many instances, it will be possible to readjust the internal street system and discourage any traffic movement by closing unnecessary streets and by improving major thoroughfares which form the boundaries to the district. Gradual modernization of the school system by rebuilding obsolete structures on enlarged sites, is an important part of the comprehensive City plan. Every neighborhood should have complete facilities for recreational and cultural activities centered at the elementary school. Here again, the neighborhood association can be very helpful in making the needs of the community known to the public officials."

The redevelopment and rehabilitation programs described above, are necessarily long term in nature and many of the unattractive residential areas will remain for some time to come. Some of the conditions found in these

areas are depicted in the charts included in this report. Many of the sanitary conditions could be eliminated by a vigorous enforcement of existing health and sanitation laws while others probably could be corrected by a small amount of private property owner.

Publicly Owned Property.

Buildings.

Publicly owned property consists of buildings of various kinds, parks and playgrounds, schools and other property.

From time to time, new public buildings will be erected. In addition to pleasing architectural design, great care should be taken by the appropriate authorities to see that an adequate site is provided and that the open area surrounding the building is attractively landscaped as part of the development. A public building should be the source of pride to the community and an inspiration to the citizens. Nothing detracts more from the appearance of a structure than an improperly located site or one that is too small to give a proper setting. The Federal Building is a good example of a monumental public building which loses much of its effectiveness because it is cramped for space and cannot be seen effectively from any point.

School buildings are the center of community activity in a residential neighborhood, and, if attractive and well designed, a source of pride to the people. As pointed out in the School and Public Recreation Report, too many Newark schools occupy sites that are far too small for effective landscaping and recreational use. A school playground can be a real asset to the neighborhood, if it is properly designed and well landscaped.

Other public buildings such as branch libraries and fire stations are frequently located in residential neighborhoods, and, as in the case of school buildings, should be designed so as to blend in with the home character of the district.

The present City Hall, while out-of-date architecturally, is an inspiring building, whose appearance would be greatly enhanced by a thorough cleaning.

Parks and Public Areas.

Previous reference has been made to the splendid park systems in Newark. Nothing contributes more to the appearance, character and livability of a community than well maintained public open spaces, such as Hee-quahic, Branch Brook, Vailsburg and Military Parks, to

Cite only a few examples. There is something unique in possessing a large number of small, irregular park areas that constitute quiet, cool, breathing spots in the crowded city. These little areas and help to break the monotony of closely built-up rows of dwellings and noisy city streets.

The park and recreation areas of the Passaic River front add greatly to the general attractiveness of the community. The plans are described in detail in the Report on Schools and Public Recreational Areas.

Streets.

The visitor to a community gains many of his impressions of a city from the appearance of the streets over which he travels. He is quick to notice the presence of dirt, uncollected trash and garbage, the presence or absence of trees, the quality of the pavement and the appearance of such things as poles and wires, street signs, lighting fixtures, etc. These things are all noticed by the resident of the city too, but he sees them daily and they sometimes fail to impress him as much as the casual visitor.

As the streets and sidewalks are under control of the public authorities, primary responsibility for their

SHADE TREES



NOTE ATTRACTIVENESS OF THIS STREET
COMPARED TO



OPPOSITE SIDES OF SAME STREET

SHADE TREES ARE AMONG THE CITY'S GREATEST ASSETS

appearance test with them, it is reported. It previously in this report, the civic authorities must have the understanding of the majority of citizens, if good results are to be obtained in any regulating or enforcement campaign.

Street Tree Planting.

Nothing contributes more to the attractiveness and livability of a city than its trees. When planted along city streets, they not only contribute to the appearance of the neighborhood, but furnish welcome shade during hot weather and help purify the atmosphere.

Newark has long recognized the need for systematic and scientific street tree planting, and for many years, has operated under the provisions of the Shade Tree Commission Act of New Jersey. Under this Act, the cost becomes a lien against the property. Beginning some forty years ago, many thousands of trees have been planted along the streets of Newark and the cost has been satisfied many times over. The contrast between the appearance of streets which are tree lined and those which possess no trees, is strikingly shown by the photographs in the report.

SIDEWALK ENCROACHMENTS



SIDEWALK MERCHANDISE DISPLAY ON DOWNTOWN STREET



UNTIDY APPEARANCE OF STREET

CITY ORDINANCES PROHIBIT SUCH UNSIGHTLY
PRACTISES

The present program should be continued and extended to those streets where, for some reason or another, street trees are absent. They are especially needed in the crowded slum areas where open space is at a premium.

It has been suggested that shade trees be planted along Broad Street and other streets in the downtown business area. While it is true that the appearance of the streets would be improved by such a program, the practical difficulties inherent to the situation precludes carrying it out. In addition to the difficult conditions, their presence on a busy business thoroughfare would create many inconveniences for the shopping public which would greatly outweigh the esthetic value to the district.

Street Appurtenances.

Lights, signs and other appurtenances are essential adjuncts to the street. Street signs, traffic numbers and the like, should be of standard design, durable construction and easily read under all circumstances. A comprehensive street lighting system designed to meet the needs of each part of the City will insure greater convenience and safety to the citizens

and will add materially to the attractiveness of the community. A standard of good design is an essential part of such a program.

Overhead Poles and Wires.

The presence of a multiplicity of overhead poles and wires on many of Newark's streets, detracts greatly from their appearance. Inasmuch as there are extremely few alleys in the City and rear casements for utilities are lacking, except in some of the newer areas, the elimination of these unsightly structures prevents a difficult problem. The franchise under which the Public Utility Companies operate in Newark requires them to place a certain amount of their overhead structures underground annually. This work is progressing and many streets are now free of power and telephone lines and poles.

The streets in the downtown business district are relatively free from these appurtenances and the contrast in appearance to those streets where poles and wires are still in use is apparent by inspection of the photographs.

Central Business District.

That area of Newark in which the principal retail stores, office buildings, hotels and amusement enterprises are located, is the center of business activity for the

NEWSTANDS



TWO VIEWS OF NEWSTAND AT S.W. CORNER
BROAD AND MARKET



N.W. CORNER BROAD AND MARKET



N.E. CORNER BROAD AND MARKET



S.E. CORNER BROAD AND MARKET

THE NEWSTANDS IN DOWNTOWN NEWARK INTERFERE WITH LOADING
AND UNLOADING OF BUSES AND ARE UNATTRACTIVE

entire Newark Metropolitan area. It is literally the heart of the City and surrounding suburbs. An orderly clean and attractive business district will attract shoppers and persons having other business to transact while an unkempt, shabby and generally unattractive area will tend to repel such visitors. It is within this central area that the highest taxable values are found and everything possible should be done to maintain and increase these important sources of Municipal revenue. One way to accomplish this objective is to eliminate unsightly conditions. Some specific proposals along this line will be discussed in this section of the report.

Street Encroachments.

Newstands.

Within the Newark Central Business District there are forty sidewalk newstands. Twenty of these stands are located on Broad Street, between Orange Street and Chestnut Street, while fourteen are found on Market Street, between the Pennsylvania Railroad station and High Street. The remainder are scattered in the area west of Broad Street, between Market and Central.

These stands are generally located on the sidewalks along the curb and vary in size from 4' x 6' to 6' x 10'. They are of frame construction, painted a dark green and present an unsightly appearance.

Apparently, these stands are permitted to exist by sufferance of the City, as there is no record of any license fee being collected, and their presence seems to be in violation of Section 744 of the Revised Ordinances of the City, as amended in 1938. This ordinance reads, in part, as follows:-

"It shall be unlawful to place, or maintain, any show case or other construction, or device, for the display of merchandise; or any box, barrel, can, package, or thing whatever, on, or over, any sidewalk, roadway, or to display upon, or over any sidewalk, any merchandise for sale or advertisement."

In addition to being unsightly, a number of the newstands are located adjacent to bus stations and greatly interfere with the loading and unloading of passengers at those points. This situation is particularly acute at Broad and Market Streets, (see photographs) where a newstand is located on each of the four corners of the intersection. Out of the forty newstands in the downtown area, nineteen are located adjacent to bus stations.

PARKING LOTS



EXAMPLES OF SOME UNATTRACTIVE LOTS



CONTRAST THESE LOTS WITH THOSE ABOVE
PARKING LOTS NEED NOT BE UNATTRACTIVE

To correct this situation, there are several things that should be done. These are:-

- (1) Replace all existing newsstands with new structures of a standardized attractive design.
- (2) Move all newsstands that are now encroaching on bus-loading spaces.
- (3) License all newsstands and charge a reasonable fee for their use of public property.

Other Sidewalk Encroachments

In certain sections of the downtown area, particularly along Commerce and Mulberry Streets, it is common practice for merchants to use sidewalk space for the display of their goods. This is not only unsightly and unsanitary, but seriously interferes with pedestrian movements. The City Ordinance prohibiting sidewalk displays should be enforced and the merchants required to remove the obstructions.

Parking Lots.

The pressure for automobile storage space in downtown Newark has resulted in the use of practically every vacant parcel of land for a parking lot. With some notable exceptions, these facilities are unsightly adjuncts to a retail business district.

The City of Newark owns certain properties which are leased for parking-lot purposes. These facilities are well located and the City receives substantial rentals. Before present leases are renewed, there should be insistence that certain improvements be made to improve the appearance of the properties.

These improvements should include:-

- (a) Fencing of the property.
- (b) Surfacing.
- (c) Landscaping.

Plans and specifications for such improvements should be drawn by the Department of Parks and Public Property, and made a part of the Leasing Agreement.

Privately owned parking lots should be regulated, both as to the use and appearance. It is suggested that the following provisions of the proposed revised Zoning Ordinance be put into effect as quickly as possible.

- (1) No public parking area shall occupy a lot containing less than six thousand (6000) square feet.
- (2) An enclosure at least four (4) feet high shall be built on all street lines, except at driveways permitted herein.
- (3) Driveways shall cross the sidewalk at right angles and shall not be of more than eighteen (18) feet wide at any point thereof. Drivesays must be at

PROJECTING SIGNS



BROAD STREET SIGNS



ABSENCE OF SIGNS ON
BROAD STREET



MARKET STREET SIGNS



ABSENCE OF SIGNS ON
MARKET STREET



BRANFORD PLACE SIGNS



MARKET STREET SIGNS

PROJECTING SIGNS GIVE A COUNTRY FAIR APPEARANCE
TO A SHOPPING STREET

least ten (10) feet from any side lot line, or from the intersection of street lines. There shall be no more than one driveway on any one street frontage, unless the street frontage is in excess of seventy (70) feet, in which case there may be a maximum of two driveways, provided such driveways are thirty (30) feet apart

(4) The entire area traversed by motor vehicles, shall be hard-surfaced.

To illustrate how it is possible for private enterprise to provide attractive parking lots, refer to the photographs showing typical Bamberger Parking Lots.

Overhanging Signs.

Nothing detracts more from the appearance of a fine retail shopping street than a multiplicity of advertising signs, overhanging the sidewalk while these structures are subject to regulation by Ordinance, the only effective means of control is by voluntary action of the merchants themselves, through their own trade organizations.

This method of control is well exemplified on Fifth Avenue, New York, where overhanging signs have long been outlawed by the Fifth Avenue Association. In Newark, one or two of the large office buildings prohibit their tenants from using signs which protrude over the sidewalk, and the contrast with the rest of the street is striking. (See photographs).

UNSIGHTLY PREMISES



EFFECTIVE CLEAN-UP CAMPAIGNS ARE NEEDED
TO ELIMINATE THESE CONDITIONS

Smoke

During the War, effective enforcement of the Newark Smoke Prevention Ordinance was most difficult, due to the shortage of anthracite coal and fuel oil. Conditions have improved recently and will continue to get better, as improved fuel-burning equipment becomes more available. Continued strict enforcement of the Ordinance should result in satisfactory conditions in downtown Newark in the future.

In the meantime, a clean-up campaign, among the merchants, could bring about great improvements to the appearance of the downtown buildings. This is another job that might be undertaken by the merchants themselves, through their associations.

Conclusion.

Good municipal housekeeping will aid in making an attractive Newark. The example set by the City in keeping streets clean, sidewalks unobstructed, garbage and refuse collected, often and regularly, and public property, in general, kept in good condition, will encourage the people to keep their own premises clean and neat.

The annual clean-up campaign sponsored by the Department of Parks and Public Property, is an excellent idea, which might well be carried out continuously throughout the year. Periodical distribution of the "Clean-up Week" leaflets throughout the City would be an inexpensive way to keep the subject constantly in the public mind.

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